

Revised as of November 14, 2002:

Abstract

Alabama's prison system is facing a serious crisis. More than 24,000 inmates are crammed into facilities built for only 12,000. Funding for rehabilitative services has been cut to pay for basic items such as food and utilities. Offenders who are released to parole or at the end of their sentences are often unprepared to reintegrate into the community. As a result of these extremely limited transitional services, more than half of Alabama's prisoners are repeat offenders. This project targets up to 160 serious and violent female offenders who are at high risk to recidivate without intensive interventions. Services will be designed to meet the unique needs of women including mothers with children. The three primary partners for the project, the University of Alabama at Birmingham's Treatment Alternatives to Street Crime (UAB TASC), Aid to Inmate Mothers (AIM), and Aletheia House, and are very experienced providers of services to female offenders.

The project begins with an extensive assessment that will include a validated risk assessment, a psychosocial assessment, a review of the inmate's chart, and interviews with Alabama Department of Corrections (ADOC) officers. Based on the assessment, the case manager will prepare an individualized reentry plan that includes in-prison and community-based services. Plans will be written for a period of at least one year, depending individual needs.

AIM will provide in-prison services including life skills training, parenting classes, employment skills training, substance abuse support groups and mentoring. AIM will also help inmates access services provided by J. F. Ingram Vocational School, including GED classes and vocational training.

Aletheia House will provide supportive housing, both short-term residential and long-term transitional. All of the women leaving prison will live in a monitored 28-unit apartment building in Birmingham, Alabama that has an on-site manager, regular room inspections, curfews and continuous drug/alcohol testing. After four months, participants will be eligible to move to less restrictive supportive housing. Mothers seeking to reconcile with their children may apply to live in one of 30 single-family homes operated by Aletheia House with funding from the United States Department of Housing and Urban Development (USHUD). Aletheia House will also provide employment services and substance abuse counseling. Mental health services, medical care, and other social services will be secured from other community programs. Assessment and case management will be provided by the project's lead agency, the University of Alabama at Birmingham's Treatment Alternatives to Street Crime (UAB TASC). Case management will be continuous, and its intensity will vary based on individualized offender needs.

A baseline GPRA will be administered when offenders enter the program. Six-month and 12-month follow-ups will be used to monitor individual progress and evaluate the program's success.

Program Narrative

I. Problem To Be Addressed

A. The Problem

Currently there are more than 26,000 men and women in Alabama's prison system. This is more than at any other time in the State's history. Given these demands, the Alabama Department of Corrections (ADOC) has been forced to utilize prison facilities well beyond their planned capacity. Areas that were intended for classrooms or industry

have been converted into dormitories. Cells intended for one inmate have been double bunked. Kitchen, laundry and sewage facilities exceed their projected maximum usage. This environment, coupled with continued inadequate funding from the Legislature, leaves the ADOC with little choice in dedicating most of its budget to basic necessities such as correctional officers, food, and utility costs. Adequate funding for programs that help to rehabilitate offenders such as substance abuse counseling, mental health services, employment skills training, and adult basic education cannot be prioritized.

While institutional services are inadequate, community services are almost nonexistent. At this time, Alabama does not offer any formal reentry services for newly-released offenders. There are no State-supported correctional halfway houses, reentry employment programs, or case management services. For many of them, a reentry plan is a bus ticket and a new set of clothes. The Alabama Board of Pardons and Paroles (ABPP) does try to make some assessment of which offenders may be at the highest risk, but there are no dedicated services available to the identified offenders. In most cases, high-risk offenders simply stay in prison longer and once sentences are complete, they are often released without any supervision or support.

The results of these policies are clear: 47% of Alabama's inmates have been previously incarcerated, and more than half of the paroles granted are revoked. The low-income communities to which many high-risk offenders return continue to be victimized by crime. Without an available continuum of support, these economic, social, and emotional conditions create an environment marked by hopelessness, despair, and high recidivism. The cost of failing to intervene with high-risk offenders is staggering.

B. Analysis of the Population

While most serious and violent crimes are committed by males, the number of female offenders is increasing at alarming proportions. The United States Department of Justice (USDOJ) estimates there are 2.1 million violent female offenders who account for 14% of the nation's violent crime. (Greenfeld and Snell, 1999) Women offenders commit 1 in 50 violent sexual offenses including rape and sexual assault, 1 in 14 robberies, 1 in 9 aggravated assaults, and 1 in 6 simple assaults. As much as 75% of the violent crime committed by women is committed against other women. The use of drugs and alcohol has proven to be a significant factor in many violent crimes committed by women. Forty-nine percent of violent women offenders report that they were using alcohol or drugs at the time of their offense. In addition, the majority of women prisoners also report that they had themselves been victims of physical and/or sexual abuse before the age of 18.

The aftermath of crimes committed by women are often magnified if they have dependent children. Sixty-five percent of women in State prison have children under the age of 18. On average, these mothers have 2-3 children each. One in every 359 children in America has an incarcerated mother.

Most of the women in prison are poor. Only about 4 in 10 female prisoners were employed full-time prior to their arrest. More than one-third had an income of \$600 per month or less. Approximately 600 female inmates are released from prison in Alabama annually, which equates to 1,800 in a three-year period; 240-360 of these would likely be high-risk offenders. (ADOC, 2002) Understanding the value of reentry programs, Alabama Governor Don Siegelman has indicated that he would permit the early release of additional offenders if they were transferred to a reentry program which included monitored residential care. Since Alabama has no other residential reentry program in the

State for female offenders, any woman released early with the Governor's permission would be able to utilize to this program.

Two partners in this project, Aletheia House and AIM, already provide some services to female offenders. Aletheia House receives 10-15 applications per week requesting admission. The inmate request among this population is very high and is expected to continue to increase.

The program will be limited to up to 160 high-risk female offenders over a three-year period. This limitation has been imposed to ensure that services will be adequately intensive to reduce recidivism among these offenders.

While approximately 25% of the State's inmates are from the Jefferson County metropolitan area, since there are no other residential programs in the State targeting reentering female offenders, offenders come to this project from throughout the State.

II. Project's Goals And Objectives

Goal 1: To prevent re-offending and enhance public safety by providing appropriate reentry services to high-risk female offenders.

Objectives:

- 1.1 To develop, by July 30, 2002, a reentry process that begins with the administration of a validated risk assessment instrument.
- 0.2 To recruit, by August 15, 2002, a transition team to assist with the development, monitoring, and enforcement of the reentry plans.
- 0.3 To provide, beginning October 1, 2002 and ending June 30, 2005, institutionally based services to up to 160 high-risk female offenders ages 25-35.
- 0.4 To provide, beginning January 1, 2003 and ending June 30, 2005, community-

based transition services to up to 160 high-risk female offenders

- 0.5 To work, by June 1, 2005, with the State of Alabama, the City of Birmingham, Jefferson County, the Workforce Investment Board, private foundations, and other potential funding sources to develop a continuation plan which will provide funding after the Reentry Grant's federal funds have ended.

Goal 2: To reduce the use of illegal drugs and the misuse of alcohol among offenders entering the program.

Objectives:

- 1.1 Up to 160 offenders will complete the GPRA Client Outcome Measures for Discretionary Program to screen for drug and alcohol abuse by June 30, 2005.
- 1.2 100% of offenders who indicate on the GPRA that they abuse alcohol or drugs will receive a substance abuse assessment by a qualified assessment professional to determine what type of treatment they need within five days of entering the community based services.
- 1.3 At least 90% of the offenders referred to substance abuse treatment will be enrolled in treatment within seven days of the referral.

Indicators:

- 1.1 At least 85% of offenders referred to substance abuse treatment will complete the treatment program.
- 1.2 At least 70% of offenders will be drug and alcohol free within six months following their entry into community based services.

Goal 3: To increase employment among offenders entering the program.

Objectives:

- 2.1 Up to 160 offenders will receive in-prison employment readiness training prior to being released to community based services by June 30, 2005.
- 2.2 Up to 160 offenders will begin employment services within the first seven days of their entry in the community based services by June 30, 2005.
- 2.3 Up to 136 offenders will obtain full time employment within the first 60 days of their entry in the community based services by June 30, 2005.

Indicators:

- 2.1 At least 85% of offenders will obtain full time employment within the first 60 days of their entry in the community based services.
- 2.2 At least 70% of offenders will be employed full time within six months following their entry in the community based services.

Goal 4: To reduce offender re-involvement in the criminal justice system.

Objectives:

- 3.1 Up to 160 offenders will receive in-prison services, such as life skills training, parenting classes, employment skills classes, substance abuse support services, and mentoring, which are or will be designed to increase the likelihood of reduced criminality by June 30, 2005.
- 3.2 Up to 160 offenders will move into supervised transitional housing rather than return to live in home environments and living situations that place them at higher risk for recidivism by June 30, 2005.

- 3.3 Up to 160 offenders will participate in the Jefferson County Community Corrections program by June 30, 2005. The offenders' progress, including the results of alcohol and drug testing, will be monitored by the State's parole system and judicial system.

Indicators:

- 3.1 At least 85% of offenders will complete one year of participation in the program's community based services without re-offending.
- 3.2 At least 70% of offenders contacted for follow-up information will not be re-involved with the criminal justice system six months after they have graduated from the transitional phase to the sustaining phase of the program.

IV. Identifying the Target Populations

A. Target Population

The project will target up to 160 female offenders, ages 25 to 35, who are incarcerated in the Julia Tutwiler Prison for Women (Tutwiler), Alabama's only prison for women, and who are considered to be at a high risk for recidivism according their score on a validated risk assessment instrument.

B. Plan to Select Offenders to Participate

Inmates will be referred to the program through the Alabama Department of Corrections (ADOC), the Warden of Tutwiler and Aid to Inmate Mothers (AIM). The University of Alabama at Birmingham's Treatment Alternatives to Street Crime (UAB TASC) will screen referrals based upon the following factors:

- A. Age of offender: 25 to 35 years old.
- B. Length of time remaining on sentence: 12 months minimum.

C. Score on the Salient Factor Score: Initially, the program will use the Salient Factor Score guidelines established by the United States Board of Parole (now referred to as the United States Parole Commission). These guidelines utilize a ten point scale to determine risk of recidivism. The items analyzed include: (1) age; (2) prior criminal record; (3) institutional conduct; (4) prior performance on parole or probation; (5) history of alcohol or drug use; (6) time served; (7) parole/release plans; and (8) mental health status. An inmate with a score of 5 or more points will be considered as serious and at high risk for recidivism.

Once the inmate is determined to meet program eligibility criteria, a UAB TASC case manager will visit the inmate at Tutwiler to conduct a psychosocial needs assessment. Such assessment will assist the case manager and other professionals in determining the inmate's need for housing, education, family support, mental health treatment, job readiness skills, medical services, and other supportive services. This assessment was originally developed for the Breaking the Cycle demonstration program, sponsored by the National Institute of Justice and funded by the Office of National Drug Control Policy. The assessment has been determined to be comprehensive and appropriate to offender case management. The inmate's assessment results will be reviewed by the inmate's transition team and will be used in the development of the inmate's reentry plan.

A program requirement is that the inmate's participation must be voluntary. The inmate must volunteer to participation in the program.

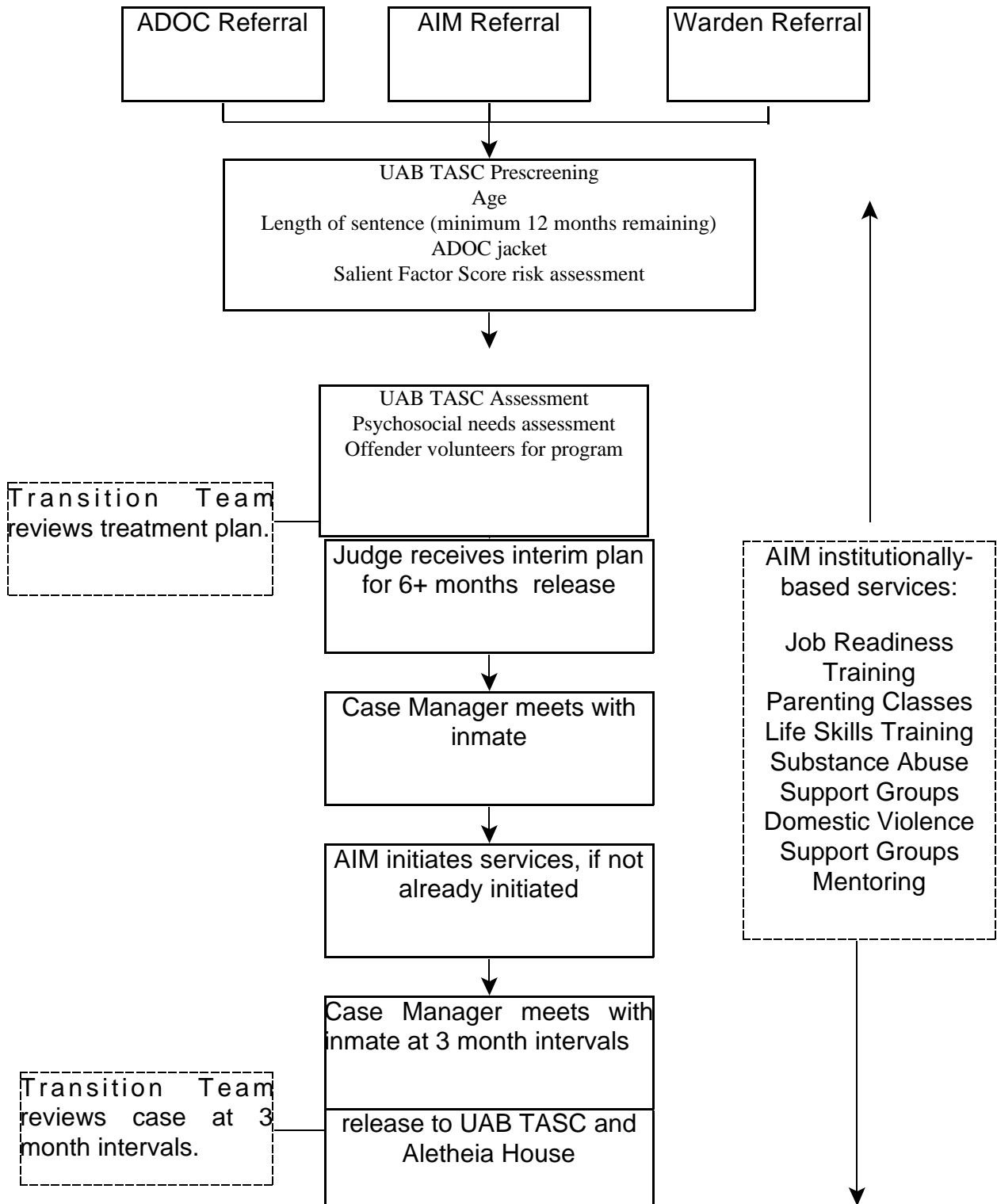
NOTE: The Alabama Department of Corrections (ADOC) and the Alabama Board of Pardons and Paroles (ABPP) are working with national corrections experts to develop a validated risk assessment instrument for use on offenders in Alabama. It is likely that this program will

replace the use of the Salient Factor Score with the new assessment instrument once it has been validated and implemented by the ADOC and ABPP.

The referral and assessment process is illustrated in the following flowchart.

Illustration 1

Phase I: Institutional-Based Programs



IV. Organizational Capacity

The Alabama Department of Economic and Community Affairs (ADECA) is the State of Alabama's grantee for the *Serious and Violent Offender Reentry Grant Program* Grant Award No. 2002-RE-CX-0058, and the ADECA Law Enforcement and Traffic Safety Division (LETS Division) is the division within ADECA that is responsible for administering this grant. The ADECA LETS Division will work with the participating agencies to ensure that adequate communication, collaboration, and coordination for this grant occurs among them. The ADECA LETS Division will also serve as the fiscal agent for this grant. All required financial and progress reports will be submitted by the participating agencies to the ADECA LETS Division for subsequent submission to the United States Department of Justice.

The University of Alabama at Birmingham's Treatment Alternatives to Street Crime (UAB TASC) is the designated Community Corrections Program for Jefferson County. As such, UAB TASC will be responsible for the development, planning, and oversight of all aspects of this program at the local level. In addition, UAB TASC will provide institution-based assessment services, case monitoring, and drug testing services for participating offenders. The UAB TASC case manager will serve as the lead member of each offender's transition team.

Aid to Inmate Mothers (AIM), working in concert with ADOC, will be responsible for provision of services within Tutwiler. These services will include job readiness training, parenting classes, life skills training, substance abuse support groups, domestic violence support groups, and mentoring. AIM will provide support to the children of the inmate mothers selected for program participation. AIM will work with faith-based organizations

to reunite children with their inmate mothers for monthly visitations. AIM will collaborate with ADOC to ensure that AIM's services are made available to inmates housed in Tutwiler's HIV dorm. An AIM representative will serve as a member on each selected inmate's transition team for Phase I of the program.

The majority of community based services, such as job training and placement, substance abuse treatment, housing, transportation, and HIV/AIDS education, will be provided by Aletheia House. An Aletheia House representative will serve as a member on each selected inmate's transition team for all program phases.

The Alabama Department of Corrections (ADOC) will provide inmate referrals to the program as well as provide classroom space for the institutional-based services. An ADOC representative will serve as a member on each selected inmate's transition team for Phase I of the program and will be instrumental in providing feedback to enhance the program design and implementation.

The Alabama Board of Pardons and Paroles (ABPP) will provide supervision of and parole services to the selected offenders once they have been released from Tutwiler. An ABPP representative will serve as a member on each selected inmate's transition team for the program upon the inmate's release from prison, and will be instrumental in providing feedback to enhance the program design and implementation.

Each of these agency decision-makers will be involved in the evaluation and necessary modifications of the program. Additional stakeholders, including units of local government, law enforcement agencies, and service providers, may be involved through existing collaborations and via the Jefferson County Criminal Justice Management Committee.

A Memorandum of Understanding (MOU) has been drafted but shall remain unsigned by the parties thereto unless and until a satisfactory review and approval for it have been rendered to the ADECA LETS Division by the United States Department of Justice.

V. Project Design and Management

A. Authority and Coordination/ Project Management

This program is a partnership between the ADECA LETS Division, UAB TASC, Aletheia House, AIM, ADOC, and ABPP. The ADECA LETS Division is the State grantee and will administer this reentry program at the State level. UAB TASC will administer this reentry program in Jefferson County as a subgrantee of the ADECA LETS Division. Aletheia House and AIM will be subcontractors to UAB TASC, and will work with ADOC and ABPP to acquire and work with inmate participants for the program.

UAB TASC is a very experienced project manager with a long history of leading collaborative, community-wide efforts for offenders. In addition to managing Jefferson County's community corrections program, UAB TASC manages Jefferson County's pre-trial release program, two adult drug courts, an adolescent drug court, and a mental health court. UAB TASC also has a long history of participating in evaluations, including the National Evaluation of the Functioning and Effectiveness of TASC Programs-RAND Corporation, Focused Offender Disposition Project Evaluation-Bureau of Justice Assistance, and Breaking the Cycle Evaluation-National Institute of Justice.

5.1 Phase One: Assessment and Planning

Transition Team

Currently, there is no requirement for reentry planning to be conducted within

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assessed by the UAB TASC case manager, the transition team will review the assessment results and develop the inmate's reentry plan. Initially comprised of representatives of UAB TASC, Aletheia House, AIM, and ADOC, the transition team will make efforts to include both the inmate and her support system in the creation, monitoring, and revision aspects of her reentry plan. The UAB TASC representative will serve as the lead in transition team efforts.

The membership of each inmate's transition team will be modified as the inmate moves through the phases of her reentry plan. The addition of team members will be based on the periodic needs of the inmate (i.e., parole officers, educators, mentors, counselors from counseling services, etc.).

Needs/Risk Assessment

The program targets female offenders who are considered to be at a high risk for recidivism. Case managers from UAB TASC will administer the risk assessment instrument to inmates at Tutwiler. Initially, the reentry program will utilize the Salient Factor Score to determine an inmate's risk for recidivism. Originally designed as a tool for classifying parole candidates according to their likelihood for successful or unsuccessful compliance with parole, the Salient Factor Score is based on the collection of data known to be associated with rearrest. The items analyzed include: (1) age; (2) prior criminal record; (3) institutional conduct; (4) prior performance on parole or probation; (5) history of alcohol or drug use; (6) time served; (7) parole/release plans; and (8) mental health status. On a ten point scale, an inmate with a score of 5 or more points will be considered as serious and at high risk for recidivism.

UAB TASC will utilize a psychosocial needs assessment instrument to evaluate each inmate's need for housing, education, family support, mental health, job readiness training, medical, and other supportive services. Such assessment instrument was originally developed for the Breaking the Cycle demonstration program sponsored by the National Institute of Justice and funded by the Office of National Drug Control Policy. The assessment instrument has been determined to be comprehensive and appropriate to offender case management. Assessment results will be presented to the transition team for review and for the team's assistance in developing each offender's reentry plan. The assessment will determine the required level of community surveillance and support.

In addition to interviewing the offender, the case manager will interview ADOC personnel and review the inmate's files. The case manager will be trained to conduct assessments that are individualized and appropriate to each offender's ethnicity, cultural background, gender, and individual differences. The case manager will be a member of a transition team that will include case managers, treatment providers, corrections staff, law enforcement, employment specialists, mentors, and others who can assist with the development, monitoring, and enforcement of reentry plans. The offender will be actively involved in developing her proposed plan. Each plan will be reviewed and approved by the transition team. The case manager will be responsible for ensuring that the offender complies with the goals and objectives of the plan after it has been approved. The case manager and offender will review reentry plans every 90 days.

5.2 Phase Two: Institutionally Based Program

The staff for this program will work in partnership with ADOC to provide services

that will prepare female offenders to be released. Staff from AIM will provide in-prison services including job readiness training, parenting classes, life skills training, substance abuse support groups, domestic violence support groups, and mentoring. Offenders will be encouraged to participate in activities offered by the J. F. Ingram Vocational School including GED preparation classes and vocational training in welding, sewing, cosmetology, maintenance and repair, commercial food preparation, data entry, and electronics. AIM will conduct in-prison job fairs where inmates can be introduced to potential employers prior to their release.

AIM will also provide support to the children of inmate mothers. For many families, the time and expense of traveling to the prison makes it impossible for children to visit their mothers. AIM will work with faith-based organizations across Alabama to reunite children and their inmate mothers for monthly visitations. AIM staff will also give inmate mothers an opportunity to connect with their children through the Storybook project. Inmate mothers will be given a chance to be recorded reading a storybook to their children. Volunteers, including those from faith-based organizations, will help the inmate mothers to tape stories that will be mailed with the book to their children.

In Alabama, inmates who have been diagnosed with HIV are segregated from the general inmate population. They are not allowed to eat, sleep, or socialize with inmates in the general inmate population. AIM will work with ADOC staff to ensure that services are available to women in Tutwiler's HIV dorm. Since many of these women will be at high risk, the program intends to make a special effort to ensure that they are considered for admission into the program.

5.3 Phase Three: Community Based Transition Programs

Inmates who successfully complete the goals and objectives of their in-prison reentry plan will be recommended to UAB TASC for participation in the community-based transition program. UAB TASC will ensure that all of the conditions of the reentry plan are met and that graduated sanctions, which may include revocation of release, are imposed if an offender fails to comply with these conditions.

UAB TASC will provide case management for offenders in the community-based transitional program. Supervision will be continuous for at least one year and will be individualized to match the needs of the offender. During the initial period following release, case management will include intensive supervision and highly structured activities. Supervision levels will be less intensive as the offender maintains compliance with the conditions of her release. Supervision practices will include random drug and alcohol testing, day reporting, employment verification, sanctions, and incentives. The program will use appropriate low-level sanctions and incentives that can be used to respond swiftly and predictably to technical and minor violations rather than using re-incarceration as a sanction.

All transitional housing clients initially will live in a 28-unit transitional housing facility operated by Aletheia House in Ensley Highlands - a mixed income community in the western section of Birmingham. Offenders will have monitoring including on-site supervision, strict house rules that include a nightly curfew and a prohibition against male visitors, random room inspections, and regular alcohol and drug testing.

Aletheia House will also provide job training and placement services. Offenders who are substance abusers and military veterans will be eligible to enroll in one of the agency's two specialized employment programs operated through a contract with the

USDOL (Homeless Veteran's Reintegration Project). For individuals who are not military veterans, Aletheia House will provide job readiness training, job placement services, transportation to work, assistance in obtaining documentation required for work including a Social Security card, assistance in obtaining work uniforms and tools, and job retention assistance. Offenders who are eligible will be referred to services provided by the area's Workforce Investment Board and to the One-Stop Career Centers.

Aletheia House will provide substance abuse treatment services. Services will be based on assessment and reassessment with treatment modalities and clinical interventions being changed as need to meet the individualized needs of the offenders. Aletheia House provides residential substance abuse treatment and intensive outpatient treatment. It has referral arrangements with providers of detoxification, methadone treatment, and day treatment. The agency works closely with support groups such as Alcoholics Anonymous and Narcotics Anonymous. Because substance abuse is a disease where relapse is common, the program will develop protocols for addressing an offender's positive test results for alcohol or drugs.

Substance abuse treatment will be integrated with mental health treatment for offenders with co-occurring disorders. Mental health services will be provided to offenders experiencing serious mental illness. Services will be provided based on the individual needs of the offender and will be sensitive to issues of culture and gender. Referrals will be made to the UAB Mental Health Center, Western Mental Health Center, and the Jefferson-Blount-St. Clair Mental Health Center for offenders who meet their respective admission criteria. Referrals will also be made to consumer-led support groups and to supported employment programs. In addition, funds will be made available in the reentry

grant for Aletheia House to purchase mental health services not readily available to offenders from existing community providers, and may include: regular screening and assessment with appropriate referrals and follow-up, intervention, anger management counseling, appropriate medication, and medication management.

Preventive educational services will be provided for offenders who are not substance abuse dependent but who are at high risk. HIV/AIDS education and counseling will be provided to all offenders in the program.

Aletheia House staff will be responsible for coordinating services for individuals who need medical care, including those who have infectious diseases and chronic medical problems that require medication and ongoing care by a physician. These staff will also help eligible offenders become enrolled or reinstated on disability benefits (SSI or SSDI), Medicaid and/or Medicare. They will also assist offenders in obtaining other support services such as Temporary Assistance for Needy Families (TANF), food stamps, clothing, legal support, transportation assistance, and family preservation and reunification services.

While all of the women entering the program will initially be housed at the transitional housing apartment in Ensley Highlands, those who are mothers with children will be eligible to apply to transfer to Aletheia House Family Transitional Housing Program after four months. This housing, which receives a portion of its funding from USHUD, includes 30 single family homes where mothers and children can be reunited.

An additional support to offenders in this phase will be mentors, including those who are recruited from faith-based organizations. For substance abusing women, Alcoholics Anonymous and Narcotics Anonymous provide a mechanism for mentoring through sponsorship. A sponsor, who is someone who has been in recovery for a period

of time, is available to guide and support others who have a shorter period of sobriety. All of the substance abusers in the program will be encouraged to obtain a sponsor. Two other groups already provide mentors for Aletheia House: Warriors of the Word, which is a church located next to the transitional housing program, and the Alpha Kappa Alpha sorority. Aletheia House will build on these relationships and develop other partnerships to provide community mentors for offenders in the program.

Educational services will be targeted toward the specific needs of each offender. For example, GED preparation and remedial education will be provided by the Jefferson County Board of Education and the Bessemer Board of Education. The Alabama State Department of Rehabilitation Services will be available to offer assessment, testing, and counseling services in order to assist offenders in identifying available vocational training. Further, the Birmingham/Jefferson County jurisdiction is home to a myriad of post-secondary educational institutions, including Jefferson State Community College, Bessemer Technical School, the University of Alabama at Birmingham (UAB), Samford University, Miles College, and Birmingham-Southern University.

5.4 Phase Four: Community Based Long Term Support

Offenders who have successfully completed their aftercare program and been released from criminal justice supervision may still need a network of support. Aletheia House will provide aftercare treatment groups and will help offenders link with other community resources. Mentoring relationships, especially those where a close personal relationship has developed, may continue. Other community resources that were initiated during the transition phase (e.g. disability benefits, food stamps, TANF) will continue to

Throughout the phases of transition and community-based support, steps will be taken to prepare the offender for self-sufficiency. Strategies may include:

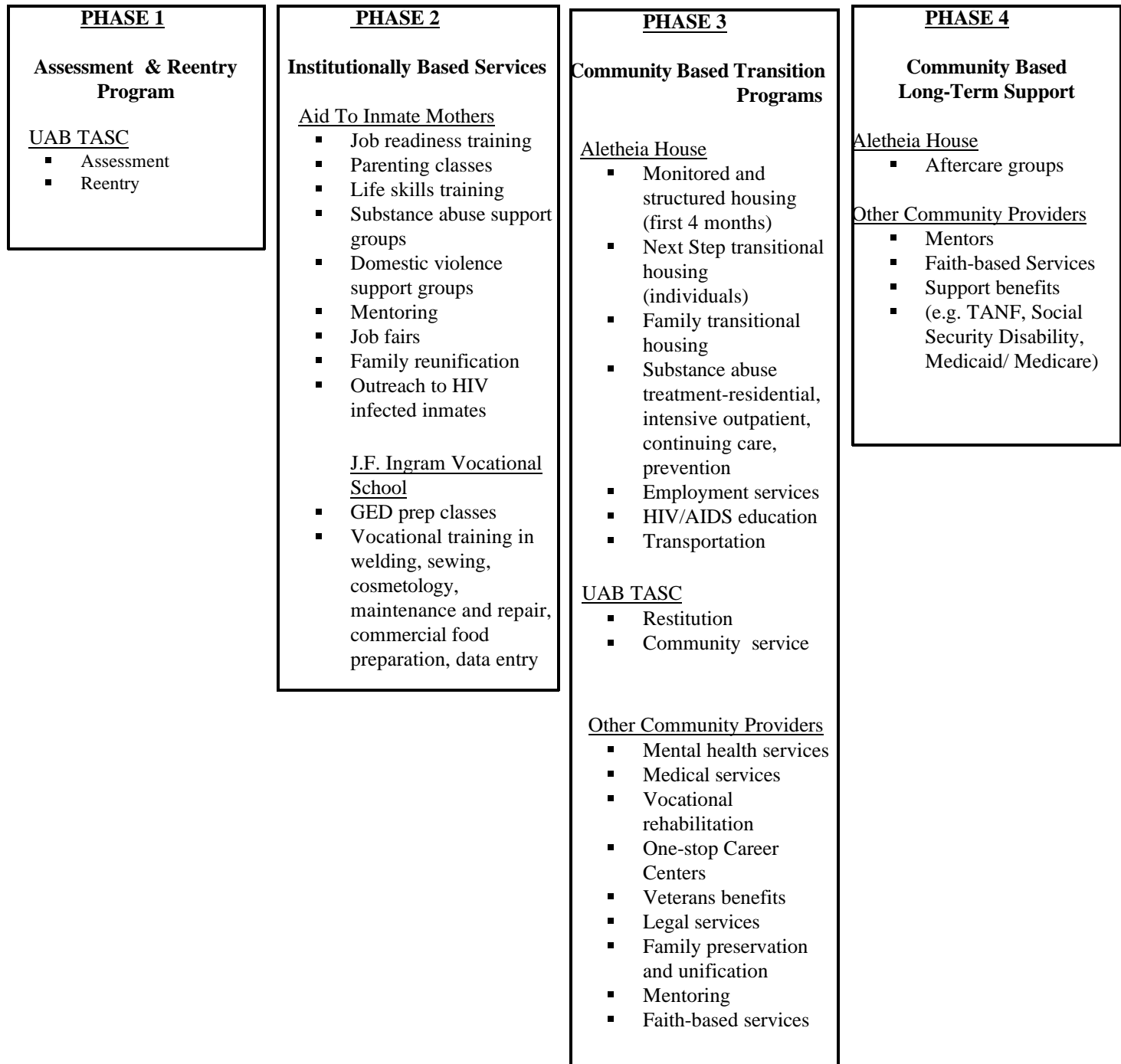
- A. Offenders with substance abuse issues will be linked to aftercare groups offered by Aletheia House and community based support groups, such as Alcoholics Anonymous (AA) and Narcotics Anonymous (NA).
- B. Mentors will be sought to provide on-going support for the offenders.
- C. Faith-based services will link offenders to their community and involve them in positive activities.
- D. Offenders' families and natural support networks will be involved in the reentry process.
- E. Receipt of support benefits (e.g., TANF, Social Security Disability, Medicaid/Medicare) will be pursued.
- F. Offenders will be made aware of area resources including project partners that may be contacted in times of need.
- G. The transition team will review offender progress and make recommendations on her readiness for graduation from the program.

B. Service Delivery System Diagram

See following diagram.

B. SERVICE DELIVERY SYSTEM DIAGRAM

A.



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C. Transition Team/Case Management

A transition team will review all of the reentry plans. The transition team will include representatives from UAB TASC, Aletheia House, AIM, corrections, law enforcement, employment programs, mentoring programs, and others who can assist with the development, monitoring, and enforcement of the reentry plan. The lead case manager will be the liaison between the transition team and the offender.

UAB TASC will provide case management services. Case managers will conduct risk assessments using a validated risk assessment, develop a reentry plan that begins with in-prison services, develop release plans and advocate for the offender's release into community programs, coordinate the transition from prison to community, monitor offenders who are receiving community services and make recommendations for the release from criminal justice supervision after reentry plans have been successfully implemented. Case managers will closely coordinate their activities with the transition team members.

The UAB TASC case management team will include the Project Director and two case managers. In addition to supervising the case managers, one of the roles of the Project Director will be to work with the transition team to develop a network of services that is responsive to the needs of reentering offenders, and which can be sustained when federal funding for the program ends. The Project Director may add additional members to the transition team as unmet needs are identified.

The Project Director will also be responsible for developing individualized staff training plans for each of the case managers. All staff will be trained to properly administer the validated risk assessment instrument. Training will also include cross

agency training between Aletheia House, AIM, and UAB TASC. Case managers will be trained to actively involve the offender and her support system, where appropriate, in the reentry planning process. Offenders will sign their initial reentry plan and subsequent amendments acknowledging that they agree with the plan.

D. System of Offender Assessment

The assessment process will include a validated risk assessment (the Salient Factor Score has been tentatively selected), a psychosocial assessment, a review of the offender's record, and interviews with corrections personnel. The psychosocial assessment includes an evaluation of the offender's need for housing, employment-related services, substance abuse treatment, and mental health care. Assessments will be concluded well before the offender is released from Tutwiler. Reassessments will be conducted every 90 days to measure progress and determine whether services are working or the offender's needs have changed. All assessments will be individualized and appropriate to each offender's ethnicity, cultural background, gender, and individual differences. Offenders will participate in the planning process and will sign the initial plan and any changes made thereto.

E. System for Reentry Plans

Reentry planning and programming will begin as soon after commitment as is practical to ensure that offenders receive in-prison services necessary for a smooth transition back to the community. At a minimum, reentry planning and programming will begin at least one year prior to the offender's release from criminal justice supervision in Tutwiler. Case managers will work with ADOC, ABPP, AIM, Aletheia House, and other community providers to ensure that critical supports are available.

After the offender's release from Tutwiler, the transition team will meet regularly to review and update the offender's reentry plan. The offender will be actively involved in all aspects of her plan and will be expected to share accountability for its success with the team. The plan will remain in effect for as long as the offender participates in the program. All of the following services will be available to the offenders, but whether or not an individual offender's plan includes these elements will depend on the results of her assessment: substance abuse treatment, drug and alcohol testing, mental health treatment, housing, educational services, domestic violence services, job readiness training, job placement services, transportation to work, job retention services, day reporting, electronic monitoring, restitution, aftercare programs including peer support groups following primary treatment, Alcoholics Anonymous or Narcotics Anonymous, counseling on avoidance of criminal behavior and the triggers of such behavior, consequences such as graduated sanctions for noncompliance with the terms of the plan, and involvement of family including reunification plans when appropriate.

F. Continuum of Supervision

UAB TASC will be responsible for providing supervision as an element of the case management services. Supervision will be continuous and graduated with more intensive and highly structured supervision initially, followed by steps down to less intensive levels of supervision as the offender maintains compliance with the terms of release and the reentry plan. Supervision may include day reporting, electronic monitoring, in-home visits, employment verification, and drug and alcohol testing.

Reentry plans will be designed to provide incentives for offenders to meet the goals and objectives of their plan and sanctions for those who fail to comply with their

plan. The plans could be designed to provide a swift and measured response to rules violations, including relapse, rather than relying on reincarceration or other more severe sanctions.

ABPP can use the leverage of the criminal justice system to impose parole conditions such as curfews, restraining orders, requirements to live in Aletheia House or other supervised housing, civil protection orders, drug testing, and other appropriate measures. Case managers will provide regular reports to ABPP and will immediately notify ABPP if and when serious violations of the plan have occurred.

G. Continuity of Services

The continuum of services will be coordinated by the case manager to be as seamless as possible from commitment to community to successful release from supervision. The service delivery system will include, but not be limited to, these services:

1. Restitution and Community Service

Under the current system, restitution and community service may be ordered by ABPP but there might be times of inadequate supervision to ensure that the offender complies with the order in a timely manner. Offenders usually have to make arrangements to do community service themselves. The logistics of arranging, monitoring, and reporting community service hours can be a barrier.

With this program, UAB TASC case managers will develop format written procedures for the collection of restitution and performance of community services. The Project Director will work with the transition team to develop a formal community service process that will target a limited number of community service partners who will be able to provide meaningful work experience with strict accountability.

2. Educational Services

Inmates who are in prison can participate in GED classes and vocational training through the J.F. Ingram Vocational Training program. When inmates are released, case managers will refer them to community-based services including adult basic education classes. Individuals who may need vocational rehabilitation will be referred to the Alabama Department of Rehabilitation Services (ADRS) for testing and possible placement. Individuals who need remedial education and/or special education services will be referred to appropriate community providers. While many of these services already exist in the Jefferson County community, it is very difficult for offenders to identify the appropriate service provider, make application for services, arrange transportation, and organize these services into a schedule that accommodates employment and other activities. Aletheia House staff will be responsible for helping offenders access services and develop schedules that allow them to meet all of the requirements of their reentry plans. Transportation will be provided to educational activities when public or other transportation is not available.

3. Housing

As part of the transition plan, each offender will be required to live in Aletheia House's Transitional Housing apartments in Ensley Highlands. These apartments provide a high level of monitoring including an on-site manager, curfews, and prohibition against male visitors. After four months, offenders who have successfully participated in the program may apply to move to Aletheia House Next Step transitional housing where three individuals share a single family, three-bedroom home. They may also apply to move to

Aletheia House Family Transitional Housing program where mothers can be reunited with their children.

Aletheia House operates a long term housing program for individuals who have completed transitional housing. In addition, Aletheia House staff will be trained to refer offenders to other long term housing programs including the Birmingham Healthcare Single Room Occupancy (SRO) program, the YWCA permanent housing program, Jefferson County's Shelter Plus Care program, Section Eight housing, and public housing.

4. Job Training and Placement

Aletheia House currently operates two specialized employment training programs for homeless addicted military veterans which are funded through the USDOL's Homeless Veterans Reintegration Program (HVRP). These programs have been successful in moving homeless addicted military veterans from the street to unsubsidized employment.

In addition, Jefferson County has employment services supported by its Workforce Investment Board including One-Stop Career Centers. The Alabama State Employment Service has offices with computers and a website that lists job opportunities. While these and other services are available, it is often difficult for offenders reentering the community to identify and benefit from these programs.

Aletheia House staff will develop a new employment readiness program, modeled after the HVRP, for offenders reentering the community. This program will include job readiness training, job placement services, transportation to work, and job retention services. In addition, Aletheia House staff will be trained to assist offenders to use existing community resources. Transportation to employment services will be provided when public transportation or other transportation is not available.

5. Substance Abuse Services

Aletheia House, one of Alabama's largest providers of substance abuse services, operates two 90-day residential treatment programs consisting of 66 beds for men and 32 beds for women, including pregnant women. Aletheia House also operates an intensive outpatient treatment program.

Because long waiting lists are common, existing community substance abuse services would not be adequate for this program. Aletheia House will hire additional substance abuse treatment staff who will provide treatment that is culturally-appropriate and gender-specific. Since offenders will be living in Aletheia House while they are enrolled in treatment, including at least four months of closely monitored housing, compliance with substance treatment will be observed closely. All offenders will be regularly tested for alcohol and drug use. Because substance abuse is a disease where relapse is not uncommon, continued use of drugs or alcohol will generally not be cause for termination from the program or reincarceration -- depending on ABPP and transition team input. Offenders who are unable to maintain a drug-free or alcohol-free status while in housing may be referred to residential treatment at Aletheia House or to other residential treatment providers.

Aletheia House staff will determine the need for treatment and the appropriate treatment modality based on assessment and reassessments. Each offender will participate in the development of her treatment plan and will sign the plan and any subsequent changes made thereto. Aletheia House will provide mental health treatment to individuals with co-occurring disorders in an integrated system of care. Participation in support groups including Alcoholics Anonymous and Narcotics Anonymous will be encouraged.

For offenders who are not dependent on alcohol or drugs, Aletheia House will provide preventive educational activities. HIV/AIDS prevention activities will be provided to all offenders in the program.

6. Mental Health Services

Jefferson County has several mental health centers available to treat individuals with serious mental illness. However, these programs often have long waiting lists and very limited target populations, and are not easily accessible for offenders reentering the community. The program will contract with mental health providers to offer high quality and culturally-competent mental health services, including assessment, crisis intervention, anger management counseling, domestic violence counseling, and appropriate medication and medication management. Aletheia House staff will help offenders needing psycho-social rehabilitation or supported employment to access community resources. Staff will also be trained to refer offenders to consumer operated and peer-support programs. Of course, only a limited amount of these mental health services can realistically be provided in this program because, out of the total grant award amount of \$1,006,075.00, the amount of grant funds which the United States Department of Justice made available for the provision of mental health services equals only \$14,000.00.

7. Medical Services

Offenders who have infectious diseases and chronic medical problems will be referred to Birmingham Healthcare – the area’s community health agency, and to Cooper Green Hospital – Jefferson County’s indigent care facility. Aletheia House staff will assist individuals in accessing medical care. The staff will also assist offenders to enroll or

become reinstated for disability benefits (SSI or SSDI) and medical coverage (Medicaid and/or Medicare). These staff will also help offenders secure a prescription card from Cooper Green Hospital that provides prescription medicine at a reduced cost for indigent individuals.

8. Other Services

Aletheia House staff will assist offenders to secure other community support services including Temporary Assistance for Need Families (TANF), military veterans benefits, food stamps, food from food pantries, clothing, legal support, transportation assistance, family preservation and reunification services, and other similar social services.

H. Definite Terms and Conditions

Before an offender is released from Tutwiler back into the community, the reentry plan approved by the transition team will be presented to ABPP which will be responsible for approving the plan. Plans will include definite terms and conditions of release, such as orders to remain drug free, participate in programs listed in the plan (work, education, substance abuse treatment, etc.), and refrain from committing crime. The UAB TASC case manager will provide regular written reports to ABPP. In addition, the offender may be required to appear in person before ABPP and the transition team to report her progress in complying with the reentry plan.

I. Plan for Program Sustainability

This program combines the use of existing resources with new funding to develop a comprehensive reentry program. In some cases, community resources exist but they have not been easily accessible to reentering offenders. In other cases, there has been a

lack of coordination between service providers. There are also gaps where services are not available or have long waiting list that make them inaccessible.

This program will use case managers to negotiate services for offenders. During the process of developing individualized reentry plans, service barriers and gaps will be identified. Some of the barriers, which often are systemic problems, will require a change of service delivery systems. One of the responsibilities of the Program Director will be to promote changes in these service delivery systems to make them more responsive to the needs of reentering offenders. In doing so, the program will be helping to develop a system where services provided to reentering offenders can be sustained after federal funding is no longer available.

The other key to sustainability is demonstrating that the program is successful in reducing the number of offenders returning to prison. Alabama is one of many States facing a serious prison overcrowding problem. A significant factor in such overcrowding is the number of offenders returning to prison for committing technical or minor violations. If this program is successful in reducing the reincarceration rate among this population, it will significantly reduce prison costs. Alabama's Governor and Legislature have expressed interest in spending less money on prisons and more money on alternatives to incarceration. This program could potentially pose a good chance of receiving State funding at the end of three years if it can demonstrate a reasonable degree of success.

All partners will collaborate to collect necessary data for use in evaluating offender performance and demonstrating program success. The UAB TASC assessment tool is automated and provides administrators with the ability to generate statistics detailing both the demographics of specific populations as well as service utilization. In addition, AIM and

Aletheia House will be required to routinely submit progress reports detailing the progress made by offenders including attendance and compliance. The reported data will be compiled and analyzed by the Project Director on a quarterly basis in order to make necessary program modifications. Necessary financial and narrative progress reports with data analysis will be submitted by UAB TASC to the ADECA LETS Division for subsequent submission to the United States Department of Justice on a semi-annual basis. At the conclusion of the grant period, final financial and narrative progress reports will be prepared and submitted by UAB TASC to the ADECA LETS Division for subsequent submission to the United States Department of Justice, and the partners will participate in any national evaluations of the reentry program that are conducted by the United States Department of Justice or its designee.

J. Staff Resources

The State grantee agency for this program is the ADECA LETS Division, the staff for which will serve as the grant administrators at the State level. The local lead implementing agency for this program in Jefferson County is UAB TASC. The Program Director for the program will be Mr. Foster Cook, MA, CADP. Mr. Cook is a very experienced administrator of criminal justice programs, including programs that have received federal funds. Mr. Cook will spend 5% of his time administering this program. He will be responsible for selecting, training, and supervising the Project Director.

The Project Director will be an individual experienced in managing similar types of projects. The Project Director will supervise the case managers and will coordinate the activities of the various subcontractors.

The Grant Manager will provide administrative support for the project. This position will be responsible for data collection (including the GPRA and other information required for evaluations) and for preparing financial reports. Experienced grant managers from UAB TASC will train the Grant Manager. The case managers will administer the validated risk assessment, develop the reentry plans, coordinate reviews through the transition team, and provide necessary services to offenders.

All of the reentry program's staff will have an individualized staff development plan outlining the training, education, and supervision they will receive to strengthen their skills throughout the project. Staff will be trained to develop services that appropriately address issues of culture, race, ethnicity, and gender.

K. Information Sharing/ Data Collection

The program will include a management information system that can be used by the participating agencies to facilitate identification, referral, assessment, supervision, treatment, and tracking of released offenders. The system will be automated and will be built upon the system currently used by UAB TASC. Information, including GPRA data, will initially be collected at Tutwiler using laptop computers and will be updated regularly as the offender progresses through treatment. Information collected will include institution plans, services received in the institution and the community, tracking information, sanctions and incentives, and progress. In addition, the program will collect all data required for the national evaluation and federal reporting requirements.

Illustration 2

Action Steps, Timeline, and Responsibility

	Action Steps	Timeline	Person Responsible
1.	AIM works with ADOC to begin initial reentry planning with inmates through service provision.	7/1/02	AIM-rep. ADOC-rep.
2.	Meet with partner organizations to review criteria, formalize assessment process, and delineate agency roles/responsibilities.	9/3/02	UAB TASC-Foster Cook
3.	Develop workplan, cross-system protocol, and MOU for review by USDOJ.	9/20/02	UAB TASC-Foster Cook ADECA LETS-Don Lee
4.	Revise budget to reflect reductions in proposed budget.	9/20/02	UAB TASC-Foster Cook ADECA LETS-Don Lee
5.	Attend conference for reentry grantees.	9/29/02	UAB TASC-rep. ADECA LETS-Don Lee Aletheia House-Chris Retan
6.	Meet with ADOC and Tutwiler's Warden to discuss initiative and receive input on implementation.	10/1/02	UAB TASC-Foster Cook AIM-rep.
7.	Meet with ABPP and local judiciary to discuss reentry concept and solicit assistance in creating a reentry court.	10/30/02	UAB TASC-Foster Cook Aletheia House-Chris Retan ABPP-rep.
8.	Hold a meeting with partners to discuss progress made to date and review remaining action steps necessary for implementation.	11/15/02	UAB TASC-Foster Cook ADECA LETS-Don Lee Aletheia House-Chris Retan AIM-rep. ADOC-rep. ABPP-rep.
9.	Develop policies and procedures that will ensure quality control and coordination among partners.	11/30/02	UAB TASC-Foster Cook ADECA LETS-Don Lee Aletheia House-Chris Retan AIM-rep. ADOC-rep. ABPP-rep.
10.	Hire staff members to fill vacant positions.	12/15/02	UAB TASC-Foster Cook
11.	Execute necessary contracts and interagency agreements.	12/31/02	UAB TASC-Foster Cook ADECA LETS-Don Lee Aletheia House-Chris Retan AIM-rep. ADOC-rep. ABPP-rep.
12.	Begin accepting offenders referred by ADOC, AIM and Tutwiler's Warden. Collect baseline GPRA Core Client Outcomes for each offender entering the program.	1/1/03	UAB TASC Aletheia House AIM ADOC
13.	Convene the transition team to review assessment results and assist in the development of reentry plans.	1/1/03	UAB TASC Aletheia House AIM ADOC
14.	Prepare first semi-annual progress report for submission to ADECA LETS Division and to USDOJ.	1/30/03	UAB TASC-Foster Cook ADECA LETS-Don Lee
15.	Use the data collected and reported as well as additional information to conduct on-going program assessments.	5/1/03 - Ongoing	UAB TASC-Foster Cook ADECA LETS-Don Lee
16. 1	Begin collecting and reporting GPRA Core Client Outcome data for each offender who has completed 6 months in the program and its treatments.	6/1/03	UAB TASC-rep. AIM-rep.
17. 1	Begin Phase II: Community Based Transition with selected inmates.	6/1/03	UAB TASC Aletheia House

18.	1	Prepare second semi-annual progress report for submission to ADECA LETS Division and to USDOJ.	7/30/03	UAB TASC-Foster Cook ADECA LETS-Don Lee
19.	1	Begin Phase III: Community Based Long Term Support with selected inmates.	10/1/03	UAB TASC Aletheia House
20.	1	Begin collecting and reporting GPRA Core Client Outcome data for each offender who has completed 12 months of treatment.	12/1/03	UAB TASC Aletheia House